#### UNITED STATES OF AMERICA

# FEDERAL LABOR RELATIONS AUTHORITY OFFICE OF THE INSPECTOR GENERAL

WASHINGTON, D.C. 20424-0001

**SUBJECT:** FLRA Inspector General Investigation 2005-I-01

**ALLEGATION:** FLRA employees are abusing Alternative Work Schedule (AWS), compressed work schedules without any accountability or control by managers and supervisors.

**METHODOLOGY:** The FLRA Inspector General conducted this investigation in accordance with Federal investigation standards. Interviews were held with FLRA managers and supervisors who had employees registered under the accordance with FLRA managers and supervisors who had employees registered under the AWS as well as randomly selected time FLRA

Regional Directors from FLRA Regional Offices that had AWS employees were also interviewed.

#### **REFERENCES:**

5.U.S.C. Chapter 61, Subchapter II 5 C.F.R. Part 610, Subpart D 5 C.F.R, Part 550 FLRA Instruction 3530.1, Flexiplace Pilot Program FLRA Instruction 3640, Alternative Work Schedules FLRA -UAE Contract

**BACKGROUND:** OnOn November 27, 2004, the FLRAOn November 27, 2004, the FLRA Inspector General ResourcesResources received an anonyResources received an anonymous comResources received an anocompressed work of control by managers complainant complainant alleged that there was substantial fraud, and wastecomplainant alleged that there was subst

OnOn July 11, 1994, the President ofOn July 11, 1994, the President of the United States issued aOn July 11, 1994, the WorkWork Arrangements in the Executive Branch, and encouraged the implementation of Work Arrangements schedules to enable Federalschedules to enable Federal employees to balance their work and family resulting allowable allowed the Federal Government the opportunity of hiring and/or retaining the highest level of a allow the Federal supported this objective.

OnOn August 9, 2000, the FLRAOn August 9, 2000, the FLRA issued a Flexiplace Pilot Program Instruction (FLR instruction implementing the Alternative Work Schedulinstruction implementing the A

involves involves a 5-4/9 biweekly work schedule and allows the employee one involves a 5-4/9 biweekly work a TheThe second fixed work schedule is called a Fixed selected pattern of arrival time prior to the morning core time. These employees must selected pattern of a from the time they begin their work status.

The The FLRA also crThe FLRA also created two basic flexible work schedules. One is the Gliding Work Schedules. similarsimilar to the Fixed similar to the Fixed Tour Work schedule exception with the Fixed Tour Work schedule exceptions. supervisory approval. Supervisory approval. The Gliding Work Schedule employeessupervisory approval. 4040 hours for each week. Once the supervisor approves an employee s request for work40 hours for each wee workwork schedule, the employeework schedule, the employee is work schedule, the employee is not required to thethe morning flexible time band. The secthe morning flexible time band. The secthe morning flexible time band. schscheduleschedule schedule incschedule includes the requirements of the Gliding Work Schedule with an addition employees to vary the number of hours worked each day asemployees to vary the number of hours worked scheduled scheduled to be worked. The core time must scheduled to be worked. The core time must be included an corecore houcore hours. Also, no more than 10 scheduled hours per day can be worked. Flexible work scl employees have the discretion to change arrival time, number employees have the discretion to change thethe required 40 hours per week. They do not have to have supervisory apprthe required 40 hours per week. required required to be at work during the core hours. When a supervisor determines that it is necessaryrequired to terminate an employee's AWS schedule, the supeterminate an employee schedule, the supeterminate and employee schedule. advancedadvanced notice and the specific reasons foadvanced notice and the specific reasons for advanced employees use of Fixed or Flexible work hours must be supported by:

- a. Disruption in maintaining assigned office functions to provide customer service, and
- b. Abuse of or falsification of sign in and sign out requirements.

SupervisorsSupervisors are required to maSupervisors are required to maiSupervisors are required to maintain writtenwritten records of credit hours and use. Employees who are onwritten records of credit hours and us schedulesschedules must be accountable for their proper arrival and departure time work sschedules must be employeesemployees must schedule their arrival and departure times in 15 minuteemployees must whowho are registered on Gliding who are registered on Gliding or Wariable I wwithinwithin the morning flexible time band and depart at any time within the afternoon flexible within the Employees are not permitted to Employees are not permitted to schedule more then 10 hours per work hours usually causes fatigue and the reduction of productivity.

FlexibleFlexible employees mayFlexible employees may earn credit hoursFlexible employees may earn credit hours day. The maximum carry over of credit hours per pay period is 24 credit hours.day. The maximum carry over thethe same way annual and sick leave are used and supervisory approval is the same way an ItIt is up to each individual supervisor as to whether approval is reqIt is up to each individual supervisor as to creditcredit hours is conducted. As of March 31, 2005, the FLRA has 52 employees recredit hours is conducted WorkWork Schedule 56 employees used the Flexible Gliding or Variable schedules. The following charts provides this information.

Employee Name	Series/Grade	Official Title	Supervisor	
EDDEDDYEDDY, EDDY, DAV	(EDS -5019 (E57: YM/0004) [	ATTORNEY-ADVISOR (LABOR)	Susan McCluskey	
LOGAN-BIGGS, MARTHA L.	GS-0303-11/00	STAFF ASSISTANT		
PASS, SONYA Y.	GS-0905-14/01	ATTORNEY - ADVISOR		
BRYANT, AMY E	GS-0905-12/01	ATTORNEY-ADVISER (LABOR)		
WILSON, SHERRY A.	GS-0303-09/04	OFFICE MANAGER	William Tobey	
BROWN, THELMA L.		PARALEGAL SPECIALIST		
JOHNSON, PAMELA P.	GS-0905-14/10	ATTORNEY-ADVISOR (LABOR)		
CRAWFORD, GLORIA J.	GS-0905-14/09	ATTORNEY-ADVISOR (LABOR)	Kirk Underwood	
VAN DOREN, JONATHAN F.	GS-0905-14/02	ATTORNEY-ADVISER (LABOR)		
WHEELER, VALERIE G.	GS-0986-09/10	LEGAL TECHNICIAN	Jill Crumpacker	
JOHNSON, DEBORAH D.	GS-0244-09/10	LABOR RELATIONS SPECIALIST	Gail Reinhart	
BOOZE, EUGENIA V.	GS-0244-09/07	LABOR RELATIONS SPECIALIST		
STEVENSON, BELINDA H.	GS-0986-06/08	LEGAL CLERK (OA)		
GRETTON,GRETTON, ANTO	<b>1035-1038 (E</b> 3-09/10	OFFICEOFFICE MANAGER	Joseph Schmansky	
HILL-SMITH, RENEE	GS-0343-09/08	PROGRAM ANALYST		
WATLINGTON, DEBRA J.	GS-0343-11/05	MANAGEMENT ANALYST		
RICE, TRESA A	GS-0905-12/01	GENERAL ATTORNEY (LABOR)	Robert Hunter	
YURASEK, HOLLY A	GS-0905-12/01	GENERAL ATTORNEY (LABOR)		
BIANCO, THOMAS F	GS-0905-15/04	REGIONAL ATTORNEY		
WWALKER, WALKER, AR.YOUNG	(C)S-A0(D)1EBT017V10AL	KSER REALBAN D'ATE		
CHANDLER, BETH ILANA		GENERAL ATTORNEY (LABOR)		
BLACKISTON, VERNEAL E.		OFFICE MANAGER		
BARTLETT, JESSICA S.		GENERAL ATTORNEY (LABOR)		
SMITH, CABRINA S.	GS-0905-11/01	GENERAL ATTORNEY (LABOR)		
COWAN, SHAMAR RENEE	GS-0905-11/01	GENERAL ATTORNEY (LABOR)		
STUCKEY, CARNELL	GS-0318-07/05	SECRETARY	Nancy Speight	
*SUTTON, PETER A.	GS-0905-15/00	REGIONAL ATTORNEY	Peter Sutton	
WEDDLE, WEDDLE, GREG A		SRSR GENERALSR GENERAL ATT		AL ATTORNEY (
THOMAS, INEZ C.		OFFICE MANAGER	P. M. P. O. C.	/
WILSON, Y'LANDA E.		SECRETARY (OA)		
GALLAGHER, JOHN F.	GS-0905-14/10	GENERAL ATTORNEY (LABOR)		
LEBOLD, SANDRA JEAN		GENERAL ATTORNEY (LABOR)		
GLANTON, AYO A.	GS-0905-13/02	GENERAL ATTORNEY (LABOR)		
OLSON, JAIME J	GS-0905-12/01	GENERAL ATTORNEY (LABOR)	i	

3

STOKES, GARY W	GS-0905-11/05	GENERAL ATTORNEY (LABOR)	
QUINTANILLA, MICHAEL A	GS-0905-12/01	GENERAL ATTORNEY (LABOR)	James Petrucci
KIRSNER, WILLIAM D.	GS-0905-14/05	GENERAL ATTORNEY (LABOR)	
BATES, JOHN M. JR.	GS-0905-14/10	GENERAL ATTORNEY (LABOR)	
THOREN, STEVEN B.	GS-0905-14/05	GENERAL ATTORNEY (LABOR)	
JARVINEN, MATTHEW L.	GS-0905-15/06	REGIONAL ATTORNEY	Matthew Jarvinen *
FARLEY, MICHAEL F.	GS-0905-14/07	GENERAL ATTORNEY (LABOR)	
MCCOY, NANCY B.	GS-0244-13/05	LABOR RELATIONS SPECIALIST	
KILGORE, SUE T.	GS-0905-13/03	GENERAL ATTORNEY (LABOR)	
BENSON, DARLENE I.	GS-0244-13/08	LABOR RELATIONS SPECIALIST	Gerald Cole
PIZZI, ANDREW R.	GS-0244-14/07	LABOR RELATIONS SPECIALIST	Kirk Underwood
CREAMER, LOIS J.	GS-0303-09/10	OFFICE MANAGER	Eli Nash
DUDLEY, DEBORAH H.	GS-0201-13/05	HUMAN RESOURCES SPECIALIST	Jill Crumpacker
THOMAS, YVONNE M	GS-0342-15/05	SUPV SUPPORT SVCS SPCL	David Smith
EICHLER, FRANCINE C.	GS-0301-15/08	INSPECTOR GENERAL	Dale Cabaniss

<sup>\*</sup> Peter Sutton is not using this as Acting Regional Director.

# Flexible Employees

Employee Name	Grade/Series	Official Title	Supervisor	1
Wolcott, Clint	GS-905-15	Attorney Advisor	Sue McClusky	ı
Carr, Chandra	GS-318-9	Secretary (OA)	Jill Crumpacker	ı
Clark-Pruett, Clark-Pruett, 1	N@Be201-13	Human Human RHuman Res	sourceHuman Resource Spec	ialist
Parks, Parks, Alice	GS-201-13	Human ResourceHuman Re	source SpecialisHuman Reso	ource S
Hall,Carmen	GS-244-13	Labor Relations Specialist	Gail Reinhart	I
Sisson, Bridget	GS-244-15	Labor Relations Specialist	Eli Nash	1
Whittle-Spooner, Sarah	GS-905-15	AAssistantAssistant GenAs for Legal Policy	ssistmet a General Alssistant Gen	neral C
Turner, Catherine	GS-986-9	Legal Technician		i
Zorn, Richard	GS-905-15	AssistantAssistant GAssista for Appeals	ant GeneralAssistant Genera	ıl Cour
Hicks, Joanne	GS-510-13	Operating Accountant	Rita Koch	1
Hodge, Stan	GS-510-12	Operating Accountant		I
McCall, Val	GS-561-8	BuBudgetBudget &B Assistant	udget & FinanciaBudg	;et & F
Crawford, Gary	GS-1102-14	Contracting Officer	Yvonne Thomas	1
Gould, Gould, Darryl	GS-342-12	Support ServicesSupport Ser	rvices Specialist	I
Hollis, Hollis, Nicole	GS-342-13	Support ServicesSupport Ser	rvices Specialist	I
Smith, Stephen	GS-1105-9	Purchasing Agent		I
Kolansky, Ellen	GS-905-14	Supervisory Attorney	Joe Schimansky	i
Marshall, June	GS-244-13	Labor Relations Specialist		I
Schimansky, Joe	ES-301-00	Executive Director		I
Blackburn, Carol	GS-244-14	Labor Relations Specialist	Richard Zaiger	I
Cardia, Joan	GS-303-9	Office Manager		I
DeChambeau, Rhonda	GS-244-13	Labor Relations Specialist		1
Greene, Gerard	GS-905-14	General Attorney (Labor)		1
Lieberman, Gary	GS-905-14	General Attorney (Labor)		1
Melillo, Pamela	GS-318-7	Secretary (OA)		I
Mithen, Dave	GS-905-13	General Attorney (Labor)		i
Sorokoff, Gail	GS-905-13	General Attorney (Labor)		i
Allen, Judy	GS-244-14	SeniorSenior LaSenior Specialist	Pades Smittorn Labor Senior	Labo

5

Glanton, Ayo	GS-905-13	General Attorney (Labor)		
Matlin, Sue	GS-905-14	Senior General Attorney		
Spellacy, Bill	GS-244-14	SeniorSenior LaborSeni Specialist	or Labor Senior Labor RSen	nior Labo
Labode, Ayodele	GS-905-13	General Attorney (Labor)	Matt Jarvinen	
Peoples, Ernestyne	GS-318-7	Secretary (OA)		
Dye, Charlotte	GS-905-15	Regional Attorney	Jim Petrucci	
Gonzalez-Brey-Socorro	GS-301-11	Office Manager		
Hughes, Jim	GS-905-12	General Attorney (Labor)		
McFearin, Anne	GS-905-13	General Attorney (Labor)		
Rivers, Shannon Wilson	GS-905-14	General Attorney (Labor)		
Arthur, Stephanie	GS-905-14	General Attorney (Labor)	Gerald Cole	
Bodnar, Bob	GS-905-14	General Attorney (Labor)		
Lim, Vanessa	GS-905-13	General Attorney (Labor)		
Tracy, Amita	GS-905-13	General Attorney (Labor)		
Richards, Pam	GS-244-14	SeniorSenior Senior L Specialist	Senior LaborSenior Labor	Relatio
Pannozzo, John	GS-905-14	Senior General Attorney		
Shepherd, Yolanda	GS-905-14	Senior General Attorney		
Vandenberg, Lisa	GS-244-14	Labor Relations Specialist		
Perata, Jean	GS-244-15	Deputy Regional Director		
Matus, Maria	GS-244-13	Labor Relations Specialist		
Creech, Melissa	GS-905-12	General Attorney (Labor)	Nancy Speight	
Hardy, Melissa	GS-301-11	Office Manager		
Henderson, Veneka	GS-244-11	Labor Relations Specialist		
Hines, Peter	GS-905-13	General Attorney (Labor)		
Hudspeth, Brent	GS-905-14	Senior General Attorney		
Sanderson, Paige	GS-905-14	General Attorney (Labor)		
Stuhler, Bradford	GS-905-11	General Attorney (Labor)		
Birch, George	GS-905-14	Attorney Advisor	Steve Svartz	

# **Finding of Facts**

- 1.1. The FLRA currently has 52 employees who1. The FLRA currently has 52 employees who are registered for 5656 employees registered for Flexible Gliding Work Schedules.56 employees registered for Flexible Gliding Work exception of Member Armendariz's Office, and Regional Offices, with the exception of texception of Mem OffiOffice, Office, have AWS 5/4/9 employees. The Washington Regional Office and the Chicago RegioOffice have the most amount of employees (9) registered with AWS Fixedhave the most amount of employees (9) registered for Flexible Gliding/Variable Work Schedules.
- 2.2. Interviews with FLRA supervisors did not reveal any inappropriate actions2. Interviews with FLRA supervisor registered employees. The majority registered employees. The majority of supactually worked beyond the required 5/4 9 hour day.
- 3.3. Virtually all supervisors have read the FLRA s AWS Regulation but only one Regional Office Director statedstated that all of the prestated that all of the previous and new employees were provided the AW camecame on board. All other supervisors stated that they assumed that all AWS employees read the FLRA AWS instruction prior to applying for it, or were previously provided traininstruction prior to applying faffirmed affirmed that the Office of the General Counsel providedaffirmed that the Office of the General Counsel provided that the Office of the General Counsel provided information on AWS before they registered for it.
- 4.4. With the exception of one, all supervisors stated that they did not require their 4. With the exception of of employees to sign in and oemployees to sign in and out (noemployees to sign in and out (not require sheetssheets for their Flexible Gliding and Sheets for their Flexible Gliding and Variabe worksheets for their Flexible FLRA supervisors required their approval for AWS fixed scheduled employees chang schedules. Most involvedheles. Most involved FLRA superschedules. Most involved FLRA superschedules. Most involved FLRA superschedules involved FLRA superschedules approved priorprior to the supervisor supervisor supervisor supervisor online to the Department of Interior Nationalprior to the Division.
- 5.5. With the exception of two Directors, one Regional Office5. With the exception of two Directors, one Regional Director, Director, all other AWS fixed and flexible) Director, all other AWS fixed and flexible) employee supervitimetime sheets and were aware that their AWS employees complied with AWS retime sheets and were aware stated that they trust their employees and assumed compliance also statedstated that they trust their employees any improper actions, they would immediately pursue them.
- 6. The majority of FLRA AWS (both fixed and flexible) employee supervisors felt that AWS was beneficial to FLRA employees. One Regional Office Director statedbeneficial to FLRA employees. One Region options as part of his recruiting/ hiring tools.
- 7.7. All senior and line 7. All senior and line supervisors 7. All senior and line supervisors interviewed sta following their AWS reqirements. They all stated that if they became aware of address address them immediately. Two supervisors stated that they did have soaddress them immediately. counseled the subject employee and corrected the problem (one counseled the subject employee and corrected the from AWS.) No current problems were identified.
- 8. The majority of FLRA supervisors who had AWS Fixed Schedule employees also had Flexible Gliding

or Variable employees. Allor Variable employees. All of the Flexible Gliding and Variable employees were requeacheach day. Fixed schedule employees do not have this requirement. The majoreach day. Fixed schedule employees or Variable employees is that a few of these employees did not sign in and out on each day but did fill their weekly requirements when they did decided to sign in and out. Their supervisors were not aware of this.

- 9. Three supervisors clearly stated they did not like having AWS and would support its elimination. Two supervisors felt it affected the FLRA mission in a negative manner. Most of the supervisors relied on their timekeepers to ensure that biweekly timetimekeepers to ensure that biweekly time statements equated Supervisors and/or their deputies signed all leave slips and trusted their time keepers.
- 10.10. This investigation revealed that an AWS Fixed Sch10. This investigation revealed that an AWS Fixed FLRA)FLRA) did abuse the AWS work schedule by leaving approximately a half hour earlier than the 9 hour day. T timekeeper notified the employee s supervisor who did not take any action, and the timekeeper personally informed informed the employee. According to the timekeeper, there was no additional abuseinformed the employ from that time forward to the time of departure.
- 11.11. This investigation did not reveal any other 11. This investigation did not reveal any other AWS11. This in Regional Offices. In fact, this investigation revealed that most AWS fixed schedule employees actually woworkedworked more than their biweekly requirement of 80 hours. Although the majority of FLRAworked nemployees handled their time andemployees handled their time and attendance commitments properly not sign in and out on the same day and a few indicated credit hours whichnot sign in and out on the same day an entries and/or were not approved by their supervisor.
- 12.12. This 12. This investigation revealed that all FLRA managers had a subordinate time keeper employee reviews sheets and biweekly time statement statements before they signed them. <sup>1</sup> All FLRA managers trusted their employees who employees who were their component timekeepers and most signed the time employees we statements statements without comparing them with statements without comparing them with leave slips or the sign if they became aware of a problem related to timekeeping, they would immediately address it. Three FLRA managers stated they did check the biweekly statements with leave slips prior to signing the biweekly time statements.
- 13. This investigation did not reveal any significant abuses of flexible work schedule by FLRA employees. The majority of Regional The majority of Regional Office employees are signed up for flexible w statestate that sometimes they did not state that sometimes they did not sign in orstate that sometimes they did not s heldheld at other locations) but there was no indicationheld at other locations) but there was no indication ofheld at components components had various ways of collecting sign in/out sheets. Only one employee stated that she kept in/out sheets and was not required to provide them to the timekeeper or supervisor. Most timekeepers collected collected the sign collected the sign in/out sheets at the end of each pay period and used them to collected paypay period statement of work. Some supervisors also reviewed them before
- 14. The Inspector General review of the FLRA Alternative Work Schedules and Flexiplace Pilot Program instructions revealed that they were prepared, properlyinstructions revealed that they were prepared than they were prepared to the property than the property tha

<sup>&</sup>lt;sup>1</sup>All FLRA managers except the Acting Director, Human Resources Division met with the Inspector General to discuss AWS.

managers interviewed had read the subject instructions. Most FLRA AWS employees also read the related instructions. Instructions. Those that didn tinstructions. Those that didn t were provided instructions. Those that of a result of this investigation.

15.15. This investigation r15. This investigation re15. This investigation revealed that the Human Resource employeesemployees but did not have a list of FLRA s flexible work scheduled employees. Since the flexible scheduledscheduled employees also needed to be be interviewed for this scheduled an agency wide list of flexible employees and provided this list to Human Resources.

### **Conclusion:**

VirtVirtuallyVirtually all AWS (Virtually all AWS (Fixed and Flexible ) employees were grateful and enjoyed AWS.AWS. All AWS employees interviewed stated theyAWS. All AWS employees interviewed stated they had information from their office manager and/or supervisor information from their office manager a iinvestigation, investigation, a majority of supervisors directed their employees to re-read the FLRA AWS and instructions.

MostMost supervisors supported the AWS concept. OnlyMost supervisors supported the AWS concept. Only a felt it impacted their abilityfelt it impacted their ability to address their workload infelt it impacted their ability to support those concerns.

This This investigation did not reveal any serious problems with AWS WorkThis investigation did not reveal any serious discovereddiscovered with the Gliding Flexible Work Schedule employees from the time keepers. Some Gliding ScheduleSchedule employees did not sign in and out each Schedule employees did not sign in and out each day and AA few employees also indicated credit hours which did not match few employees also indicated credit hours who However, However, associated time keepers brought these mistakes to the subject employees or their supeHowever, were corrected.

### **Recommendation:**

In order to eliminate the issues revealed by this investigation:

- 1.1. Time Keepers and Managers should review biweekly statements of wor1. Time Keepers and Managers s of Gliding Flexible employees.
- 2.2. FLRA Management should c2. FLRA Management should consider pr2. FLRA Management employeesemployees (not just for Flexible employeesemployees) toemployees employees.